NUMBER 1, 1955

COMMUNITY PLANNING NEWS

Redevelopment in Toronto

In his inaugural address, Mayor Nathan Phillips of Toronto gave an encouraging impetus to efforts for redevelopment of the heart of the City. "For years", he declared, "we have been informed of the uneconomic use of land in Toronto. A start has been made to remedy this in Regent Park and the area of Wood and Alexander Streets. These projects could provide some guidance in developing a pattern which should be followed . . . in other areas where the need exists."

The outstanding problem confronting his administration, the Mayor indicated, was to halt the flight of valuable assessment by a master plan for redevelopment. He called for an immediate survey of land use in the central area for the purpose of planning and rezoning and determining what land clearance would be necessary to provide serviced land for development.

"I need not emphasize", Mayor Phillips said, "that redevelopment will provide much-needed convenient housing in the central part of the city and obviate the necessity for building schools and extending expensive municipal services in the outside municipalities, the cost of which Toronto is called upon to share."

Mayor Phillips called for the Planning Board, together with the treasurer and the Commissioners of Works, Buildings and Assessments, to devise a policy and program of renewal for the central areas in question.

Toronto Housing Policy

The Toronto Branch of the Community Planning Association of Canada has produced a short, meaty and persuasive statement on housing policy, available from W. A. Dempsey, CPAC, 32 Isabella Street, Toronto. To the question 'Should the taxpayer's money go into housing?', the answer given is:

"Whether we like it or not, the taxpayer's money *is* going into housing. The City is paying $800,000 a year in rent on behalf of welfare recipients. The City owns the Emergency Housing Units which are army barracks from the last war. The private operator of the Emergency Housing Units, Geco, Long Branch and Little Norway, estimated in April, 1954, that the excess of expenses over rental per tenant per month in Geco was $40.89. The City has been paying at least $70,000 per year to operate these ready-made slums. This may be compared with the estimated annual deficit of the Regent Park (North) Housing Project of $31,000. At the end of fifty years this valuable estate with its 1290 units is paid for and becomes the property of the City. The original question really becomes, 'What kind of housing shall the taxpayer support? Decent housing or ready-made slums?'."

Montreal Metro

A central body with jurisdiction over all intermunicipal services in greater Montreal has been proposed in a majority report of the Paquette Commission. Headed by Chief Judge Roland Paquette, this 22-man Montreal Metropolitan Commission was appointed two years ago by the Government of Quebec.

According to press accounts, the majority report suggests a central body of 29 members, of whom 14 would represent Montreal; 14 would represent the 30 other island municipalities; and one would be appointed by the provincial government. Four of the city representatives on the Commission voted against the report, desiring only that an arbitral body should be established to deal with problems requiring uniformity or adjustments between the municipalities. The Lachine representative also filed a minority report vigorously opposing the majority conclusions.

Students of the metropolitan problem in Montreal will find valuable material also in the reports of three of the Commission's Technical Committees: on Administrative Systems, Finance and Taxation and Technical Problems.

Toronto's City Planning Department

An important step was taken on January 14th by Toronto's Board of Control in establishing a City Planning Department headed by Matthew Lawson, Secretary-Treasurer of the City Planning Board. The new Department will have a budget of $60,000.

A Review of
COMMUNITY PLANNING IN CANADA

Over 20 articles on the progress and problems of town and regional planning in Canada are contained in the well-illustrated 115 page COMMUNITY PLANNING REVIEW, Volume IV, 1954. The subjects include: metropolitan growth, the "New Towns"; churches in community planning; the universities and community planning in Canada; planning administration; five years of planning in Edmonton; aids to urban repair and replacement.

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COMMUNITY PLANNING ASSOCIATION OF CANADA
77 MacLaren Street, Ottawa 4

Seaway Valley Planning

In another troublesome situation in Ontario, a new turn was taken with the transfer of planning responsibilities for the relocation of Seaway communities from the Ontario Hydro to the Department of Planning and Development. A Seaway headquarters for the Department is being established at Morrisburg to facilitate contact with the local planning bodies.

The Provincial Government has also decided to form a St. Lawrence Parks Commission to plan recreational and tourist development in the Seaway Valley.

The Other Side of the Seaway

New York's park plans for the Seaway area are well-advanced. In an interesting report issued by the New York State Power Authority, details are set forth for a 2700-acre park to be operated by the Thousand Islands State Park Commission. "Recreation," writes Mr. Robert Moses, Chairman of the New York State Power Authority, "will be one of the great by-products of the St. Lawrence power and seaway development."

A Regional Master Plan Needed

The potential benefits of the Seaway to Montreal were set forth and strongly emphasized recently by Honorable George C. Marler, M.P., Federal Minister of Transport (Montreal *Gazette*, Supplement, January 8). The seaway, Mr. Marler said, would bring new opportunities for industrial expansion in the Montreal area; there would be a continuing increase in harbour business; and Montreal could "look confidently for a new era of growth".

Taking up the same theme, Mr. C. E. Campeau, the City's Assistant Planning Director, has called for an integral master plan, covering the whole metropolitan region and approved by all public bodies concerned before any major decisions are taken. Speaking to the Engineering Institute of Canada, Mr. Campeau made the following statements:

> "Present facilities, outmoded long ago, give rise to planning problems concerning port installations, relations between the city and the harbour, the road and rail transportation facilities, bridges and tunnels, industrial expansion, renovation of antiquated industrial centres and administrative problems concerning expansion of the metropolitan area to the south."
>
> "Development and redevelopment of vital sectors of the city and its environs will be realized by leaps and bounds, and, unless fast, co-ordinated action is taken immediately, changes will occur without any preparation to cope with them."

Pointing out that the seaway afforded a unique opportunity for Montreal and its suburbs to set up a regional planning and development authority, Mr. Campeau added:

"It takes the same degree of imagination and sustained and aggressive effort to make the necessary measures for adapting the metropolis to new economic conditions to be created by the seaway as it took in the past to make Montreal a world metropolis."

"The city's central business district should be within easy access of new urban development on the south shore, if it is to reap any benefit from added commercial opportunities."

"Economic development stimulated by the seaway in the metropolitan region will offer great possibilities, but proper action needs to be taken to eliminate any adverse effects of the project."

REDEVELOPMENT FOR BETTER PEOPLE

Reprinted with permission from
***The Globe and Mail*, Toronto**
November 19, 1954

The elimination of substandard housing and its replacement with modern accommodation would be in an older city such as Toronto, of immediate financial advantage from the standpoint of civic revenues. But there are other substantial benefits from redevelopment, no less important because not expressed in dollars and cents.

The chief of these benefits is the effect an improved environment has on the human personality. It is a truism that slums breed crime, and they also create slovenliness and lack of personal pride. Some people are inclined to assume that it is people who create slums, and that no matter how decent the accommodation, it would be brought down to slum conditions if these people were to be placed in it.

Experience has shown that this cynical view is not generally true. Police activity, fire losses, welfare costs, health costs and malnutrition are all higher in slum areas than in more fortunate parts of the city. Removal from a squalid environment immediately tends to improve the standards of existence. The unconscious protest against environment which leads to social degeneracy is lessened, and the tendency to crime and misbehaviour is actually weakened. This is proved by statistics in all the fields mentioned.

For instance, in the old Regent Park area in 1947, there were 174 arrests in the east section alone. In 1950 and 1951, after the new housing was built, there were no arrests at all. In 1952, the divisional inspector reported that in the two years since 185 families entered the project, there had not been a single complaint of any kind on account of conduct; nor was there any occasion which required entry of the police into any of the apartments. A similar record was noted by the Fire Chief, who recorded eighteen fires in 1947, and only one in 1950 and 1951, with total damage of no more than $5.00.

The multiplication of such records by the redevelopment of other depressed areas in the city would have substantial social benefits. It has been noted that the pupils lifted out of slum environments do better at school; there is less truancy, and they are better clothed and fed. Surely the extension of these humanitarian effects merits the serious attention of the city authorities.

There should be immediate action after the new council takes office to have the planning board prepare the plans which by law must precede redevelopment programs. It is the voter's duty to make sure that the candidates they vote for are committed to the planned redevelopment of the central area of Toronto.

Editorial Notes

Mr. Roberts Reviewed

Perhaps our future NEWS issues will be enlivened by some discussion of the organizational problem so ably presented herein by Mr. Anthony Roberts. The Town Planning Board idea cannot be entirely without merit; and one could have wished that Mr. Roberts had described the interesting evolution of the Planning Board, by force of North American experience, from a kind of uninfluential advisory body into a quasi-judicial tribunal having a useful function in the determination of land uses and as a zoning board of appeal.

If a development plan is to exclude some landowners from certain uses of their land (and consequently influence the values of their land) there are sound arguments for placing responsibility for such land-use decisions upon a judicial rather than an elected or an executive body. There are obvious difficulties in having a locally-elected city councillor involved in determining the economic advantages and disadvantages of some of his constituents' activities. There are also difficulties in assigning this duty to a staff person, with no appeal against his decisions.

Land-use is of course only a part of planning; yet it is a fairly fundamental part, and in one way or another we must recognize the difficulty of arriving at just decisions, guided by a body of rules which are probably best developed and enforced by a tribunal removed from the play of both elections and administrative expediency. The final evolution of our Canadian agencies is difficult to foresee; but in the United States, the planning commission is still operating and seems to be justifying itself as a quasi-judicial agency of municipal government. Planning staff and executive functions should no doubt be placed, as Mr. Roberts suggests, within the framework of municipal government. But there still may be a case for retaining a Commission as a kind of Court of Wise Men.

For still another view of Planning Administration see the article in the *Community Planning Review*, Volume IV, 1954. In this interesting article, Mr. Sutton Brown, Director of Planning of Vancouver, describes the significant planning procedures which have been worked out recently within Vancouver's city administration.

Zoning for People

Another topic which may encourage discussion is that of Mr. D. A. McGregor, reprinted from the Vancouver *Province*. His view of mixed residential development is supported by many experienced and thoughtful leaders of planning.

Mr. E. Parent, the Belgian architect and town planner, has expressed his opinion as follows:

> ". . . there appears to be as yet an unsatisfied need to seek the warmth and security derived from contact with fellow beings. It is therefore necessary to revert to some of the older forms of society when there was a more common endeavour and striving for the benefit of all the members of the community. To provide for this community spirit, the city must renounce all segregation based on social levels and all grouping of families according to its composition or individuals according to age. The town planner should maintain intact the living fabric formed by the medley of positions, activities and ages, so that this beneficial proximity may lead to a better spirit of solidarity and a better understanding of the needs and aspirations of fellow beings."

Municipal Boundaries

The idea that "local autonomy must be safeguarded" is often applied in a manner which seems to mean that even the results of phenomenal urban growth, of drastic changes in our modes of travel and of revolutionary changes in the character of our economy must be totally disregarded in order to preserve political boundaries established in a bygone age.

Our reverence for our heritage of local government would be well applied if we would really study the circumstances which brought our traditional boundaries into being and test these boundaries against the actual purposes which they are intended to fulfill, now and in the future.

Valuable opportunities could be lost by all of the municipalities in the Montreal area if they fail to make a concerted attack on common problems. The seaway will have an impact on the entire area. It is likely to increase traffic to Montreal and to bring important changes in industrial and commercial enterprise. This is the time when local governments should be joining together in a common attack on the urgent development problems—transportation, harbour improvements, industrial siting, redevelopment of central areas, and the problem of housing.

If we survive our present perplexities and frustrations in municipal affairs, it is safe to predict that the flexibility of boundaries will be one of our legislative maxims in the future. A proposal in this direction has been made in Alberta.

> **"We recommend that provision be made in proposals relating to boundaries for their alteation as the growth and development of the Region may in the future require."**

The quotation is from the recent CPAC Edmonton Branch statement to the Royal Commission on Metropolitan Government in Calgary and Edmonton. Other extracts from that statement follow:

> "We believe that orderly development will depend on the planning, education, and enforcement of law obtaining in the Region. For these reasons we urge that the Regional Planning Authority projects and decisions should be the subject of continuous publicity and education, so that citizens and groups in the Region will be informed and able to participate in Regional Planning. We also believe that orderly development in the Edmonton Metropolitan Area, if not the entire region, depends on a proper balance between industrial development and economic expansion and community services, including housing. We wish to emphasize that the prevention of fringe growth, overcrowding and slums is directly related to a positive housing program. In this connection we urge that the Alberta Housing Act be revised to make possible the full benefits of the National Housing Act in Alberta."

Planning Progress

BRITISH COLUMBIA

In recent months, several British Columbia municipalities have engaged the services of trained personnel to direct planning in their municipalities. This trend indicates that the Council members and officials are recognizing that town planning is something more than zoning and is a function of the day-to-day administration of the affairs of the community. It is expected that this trend in the Province will continue. It is also noted that some cities and municipalities are engaging planning consultants who are living within the Province to prepare a continuing plan.

A noteworthy event is the formation of a committee composed of the Mayors and Reeves of the eleven metropolitan cities and municipalities of Greater Vancouver under the chairmanship of Reeve C. W. MacSorley of Burnaby. This committee is meeting regularly to consider metropolitan problems. Its formation came about through action of the British Columbia Division of the Community Planning Association of Canada following a Conference on Metropolitan Planning called by our Association, at which a Resolution was passed charging the CPAC to call a meeting of the Mayors and Reeves concerned. As a result of this subsequent meeting, the committee has been established. Those who visualize the tremendous expansion taking place in the Greater Vancouver area, and the problems such expansion will create, are hopeful that this committee will find solutions.

Uncontrolled growth is costly to the municipality and produces higher taxes in the entire municipality to pay the cost of providing new services such as roads, sewers, water and schools.

A recommendation to control this expansion has been placed before the Municipal Council by the Town Planning Commission.

Attention is being given to the rapidly dwindling arable land in the Province of British Columbia. In 1900, British Columbia had a population of 170,000 persons and had 500,000 acres of cultivated land—about three acres per person. Today, we have a population of one and a quarter million and approximately one and a quarter million cultivated acres—about one acre per person. The United Nations FAO states that the minimum amount of land needed to support a person for food is about two and a half acres. Dr. J. Lewis Robinson, head of the Department of Geography at the University of British Columbia, reports that the expanding of residential settlement on to good agricultural land at Lulu Island in the Fraser River Delta, takes a toll every year of one hundred to two hundred acres of excellent dairy or truck garden land which disappears into the non-productive classification of housing, thus increasing our food cost. The same trend is apparent in the fruit belt in the Okanagan Valley and on Vancouver Island. The institution of zoning for agricultural land in these areas is necessary if we are to maintain a food supply for our urban population. Such zoning would preserve agricultural lands for the production of food and also act as a buffer to indiscriminate urban sprawl.

ALBERTA

The Provincial Planning Advisory Board has approved the subdivision application for "Campbell Town", a proposed new community 5 miles east of Edmonton. This controversial plan contains no lanes and provides streets of less width than the regulations normally require. The Board approved the plan after representations were made on behalf of the Municipal District of Strathcona, within whose jurisdiction the townsite is located.

The Calgary District Planning Commission will be enlarged by the inclusion of the Municipal District of Foothills, when the resolutions of those two bodies are implemented by the Provincial Government. This will extend the boundaries of the District Planning Area to a point 36 miles south of the city.

The City of Lethbridge has asked the Provincial Government for assistance in setting up a District Planning Commission in that area. Lethbridge is the only major Alberta City which does not yet have such a commission.

The Town of Camrose, whose request for city status has recently been granted by the Provincial Government, has recently passed a comprehensive zoning by-law in conformity with the general plan prepared for them by the Town and Rural Planning Branch. The Planning Report for Camrose will be published early in the spring.

The Planning Report for Rimbey is the first report prepared by the Town and Rural Planning Branch to contain a long range Capital Expenditures Program as part of the planning proposals.

Zoning By-laws have recently been enacted by the Councils of the following Municipalities: the Towns of Coleman and Taber; the Villages of Beaverlodge and Milk River; the Municipal District of Eagle No. 81 (for the Hamlet of Duvernay) and the Summer Villages of Ghost Lake and Silver Beach.

Planning surveys have been started at the Towns of Okotoks and Pincher Creek.

The development of the new Townsite of Drayton Valley is progressing—the sewer and water installations are well advanced. The Townsite is now served with electricity and 24-hour telephone facilities are in operation.

Out of a chaos of illogical boundaries, Alberta hopes now to establish a logical system to make the boundaries of municipal districts and school divisions coincide. This result has been made possible through studies prepared by the Co-terminous Boundary Commission. It is expected that the new Minister of Municipal Affairs, Hon. E. W. Hinman, will announce the establishment of the new boundaries at an early date.

Red Deer, Alberta

From our Red Deer correspondent

Subdivision plans have been prepared during this year for almost 500 lots, part of which has been a new area that we are laying out in the standard neighborhood style with a small shopping centre, car parking space, a 3½ acre school site and a 3 acre playground.

We are fortunate that the School Board here appreciates the function of the Planning Commission and we are working together on deciding where the 25-35 new classrooms are to be built which we know from the census will be required in the next five years.

Two whole blocks of land owned by the City in the downtown area were planned out for shopping development this year, the Planning Commission cooperating with the City Officials. All of the land has now been sold and by the end of this year all the buildings will have been started and include a $500,000 Safeway Store with parking for 200 cars, a theatre with seating for 1200 and a block of shops 255 feet long which, although sold to several purchasers, will all be constructed to a co-ordinated design. This block of shops will have parking for some 60 cars.

The Kinsmen Service Club, who do most of the work and equipping of the City playgrounds, are now working with the Planning Commission on playground plans and development.

Edmonton District

The Edmonton District Planning Commission has proposed that the orderly and economic development of the greater Edmonton area will depend upon two major changes in the administration of metropolitan and regional planning:

(1) the establishment, coextensively with the metropolitan area, of executive planning authority with respect to
   (a) major land-uses, including residential, industrial, major commercial, greenbelt and natural park;
   (b) subdivision of land, in accordance with provincial regulations;
   (c) the location and design of major roads;
   (d) the determination of population densities;
   (e) the determination of the composition of housing by type and cost, within residential neighborhoods; and
   (f) scheduling the development of land; and

(2) the maintenance of effective regional planning, either by means of the Edmonton District Planning Commission, or some other means depending on the form of government recommended, with executive authority within the Planning District as originally defined, with respect to
   (a) subdivision of land, in accordance with provincial regulations,
   (b) the location, size and design of smallholding hamlets,
   (c) the location, size and design of new towns, within the framework of appropriate provincial "new town" legislation,
   (d) the determination of commercial zones along provincial highways,
   (e) the location of district parks and recreational areas, and with advisory and technical services to district towns and rural municipalities as presently provided.

The Commission has taken the view that the allocation of these functions between the metropolitan and regional planning authorities will depend entirely upon what is decided with respect to boundaries and the form of government in the metropolitan area. If no changes are proposed, orderly and economic development would require that all the planning functions apart from the strictly local be assigned to a regional planning body, on which representation of all municipalities within the planning district would be ensured. If boundaries are changed to conform with a defined metropolitan area, the metropolitan and regional planning functions should be split and assigned to appropriate metropolitan and regional planning authorities.

LACK OF COMMUNITY PLANNING IMPEDES HOUSING

"On the supply side, there is now no shortage of materials to impede a continued boom in housing. In many communities, however, especially around the metropolitan areas, serviced land is increasingly scarce and high-priced. Municipalities are finding the costs of development burdensome, and this task is being done more and more frequently by the builder himself. The need for more schools and hospitals is acute, and good community planning has so far been woefully lacking in many new suburban areas. Problems of this sort loom large in the present housing picture."

From *Monthly Review*, Bank of Nova Scotia, October 1954, Toronto.

SASKATCHEWAN

The problem of controlling land uses at the fringes of growing Saskatchewan cities is being tackled through one of the provisions of the Community Planning Act. Under the Act, either the urban or rural municipality, or both, acting jointly, can form a planning district for which a planning committee may prepare planning schemes. More limited measures often include the preparation of a district zoning by-law or the adoption of building construction controls. The cities of Regina, Yorkton, and Prince Albert have District Planning control; other cities, including Swift Current, Moose Jaw, and North Battleford are considering the adoption of district planning on their boundaries.

The City of Saskatoon has established a separate Planning Department headed by Mr. W. E. Graham. It is understood that in addition to the planning function, this department will also be charged with building inspection.

New provincial regulations on the control of subdivisions have recently been issued by the Community Planning Branch of the Department of Municipal Affairs. Major provisions in the new regulations include:

(1) a measure of indirect control for urban municipalities of subdivisions occurring beyond their immediate boundaries;

(2) the raising of minimum standards of subdivision; some discretionary authority is given for rejecting

poorly conceived designs on the basis of inadequate site planning, excessive street area, et cetera;

(3) allowance for local service streets in new subdivisions occurring on designated limited access highways.

NEWFOUNDLAND

The really vital progress in Newfoundland lies in the fact that the Joint Planning Office, which provides planning service to both the City of St. John's and the Provincial Government, was established with professional staff on the first of April 1954.

The *Urban and Rural Planning Act* came into force during 1953. This is a permissive act and to date only two municipalities have taken resolutions to plan.

A planning survey has been completed in both Corner Brook East and Corner Brook West. Work is proceeding on the preparation of municipal plans for each town which should be ready for submission to the respective councils during the Spring of 1955.

Although these are the only two towns for which plans are being prepared, there has been a considerable amount of interest shown, and at least five other incorporated areas seem likely to take advantage of parts of the Act in the near future.

The City of St. John's is excluded from the *Urban and Rural Planning Act,* and planning work is done under provisions of the Municipal Act itself. Work in St. John's is handicapped by the lack of up-to-date maps of the whole area. Nevertheless, a great deal of basic survey has been completed and the outline municipal plan should be formulated sometime during 1955.

The redevelopment of the central slum area has been slow coming into operation despite the fact that it was approved in May 1953. The operation is, of course, involved; active negotiations are still going on between the Federal-Provincial partnership and the Municipal Council; and it is hoped that the first phase of the scheme will be put into effect within the next year.

In smaller communities, the problem of supervision of any planning scheme is a difficult one. Many of our small communities employ no technical staff, and enforcement of planning ideas and municipal plans is one of the more serious problems of the future. The professional planning staff is small and continuous direct supervision appears to be impossible.

NOVA SCOTIA

Provincial planning legislation in Nova Scotia dates from 1923, with the present Act approved in 1939. The Act is administered by the Minister of Municipal Affairs, but without the assistance of technical staff. The Nova Scotia Division of CPAC is drafting recommendations for a professionally-staffed planning office to assist and advise local planning boards.

Municipal organization covers all of Nova Scotia in 66 urban and rural municipalities, of which about 20 have planning boards. Some boards include both Council members and private citizens and others are made up only of councillors–another illustration of the adaptability of planning "machinery" according to local traditions and circumstances.

Formal planning of townsites in Nova Scotia began with the earliest military posts, including Louisburg, Annapolis Royal and Halifax. Today, the City of Halifax and the County of Halifax maintain separate planning departments, each headed by a full-time planning engineer. The Town of Dartmouth is well advanced in subdivision controls and in plans for zoning by-laws. The Town of Windsor, where CPAC co-sponsored the First Information Session on Community Planning early in 1954, is arranging for aerial photography and land-use maps as a basis for local by-laws. Planning under other boards ranges from relative inactivity to near-completion of basic plans, depending as elsewhere on public understanding and on local needs.

Public interest and government action in regard to planning problems is being forced in the rapidly-growing metropolitan area of Halifax and Dartmouth. Official discussions on area problems have been launched by the Province and the three local government units. A Council of Suburban Ratepayers' Associations was formed recently to promote study and representation for unincorporated communities in the County adjacent to the City and Town.

Planning Award

A grant-in-aid of $2,000 will be awarded in the spring for urban planning research to be carried on during the year 1955-56 at Georgia Institute of Technology. Information may be obtained from Mr. Howard K. Menhinick, Georgia Institute of Technology, 225 North Avenue, N.W., Atlanta, Georgia. An interesting list of topics is suggested for research.

Do You Have Anything Like This in Your Town?

The School Board of Richmond, B.C. has offered the following series of fourteen lectures on Municipal Problems, extending from October 5th to January 18th. Our readers are sure to be interested in starting courses of this kind in their own communities with the help of their municipal officials and their CPAC Divisional or Branch Office. As an example, therefore, we are printing Richmond's entire list of topics and speakers.

1. *History of Community Planning,* Mr. Wm. Patterson, Planning Officer, West Vancouver.
2. *A Neighbourhood Community,* Mr. Desmond Muirhead, Planning Consultant to Richmond.
3. *Parks, Playgrounds & Recreation,* Mr. Wm. Patterson, Planning Officer, West Vancouver.
4. *Health Services & Needs for Richmond,* Dr. J. K. Whittal, Metropolitan Health Officer.
5. *Sewage and Drainage for Richmond,* Mr. G. Lake, Municipal Engineer.
6. *Industrial Zoning and Land Use,* Ira Robinson, School of Architecture, U.B.C.
7. *Transportation, Road, Rail, Water and Outways,* Mr. J. W. Wilson, Executive-Director, Lower Mainland Regional Planning Board.
8. *Municipal Administration and Finance,* Mr. R. C. Palmer, Clerk, Municipal Council.
9. *School Administration and Finance,* Mr. A. H. Bassett, Secretary-Treasurer, Richmond School Board.
10. *Department of Education and Curriculum,* Col. J. N. Burnett, Inspector of Schools.
11. *Educational Finance,* Mr. Frank Wilson, B.C.S.T.A.
12. *Legal Aspects of Community Planning,* Mr. W. T. Lane, Barrister, etc., & Executive member C.P.A.C.
13. *Zoning By-Law for Richmond,* Mr. Clive Justice, Planning Consultant to Richmond.
14. *Panel Discussion,* Reeve, Chairman of Parks Committee, Town Planning Commission, & School Board.

Too Much Zoning Means Segregation

By D. A. McGREGOR

Reprinted with permission of *The Province*, Vancouver

Vancouver's Zoning By-law, now 25 years old, is on the work-bench for overhaul. A committee of planners and officials is considering it. Vancouver is not alone in reconsidering the whole zoning picture. All the progressive cities of the continent are doing or have done the same. New York, which took the lead in zoning a quarter of a century ago, having been driven to action by the pressures and strains of growth, is again in the lead.

The late Mayor McGreer, who had great pride in and great hopes for the city over which he presided for several years, used to say that "we who are building Our City in this setting of the gods, can alone determine what sort of city Vancouver is to be". Zoning is important.

Every city is built on land. Either at the outset, or later on, the site is laid out. In the course of time, the land is put to various uses. Zoning provides the framework which guides the development of the land. But it is a framework and a guide—not a frontier or a wall. In the long run, it determines the character of the city. In the meantime, it is a protection. It protects the desirable character of the development in each area. It protects values. It protects the city's taxation base.

* * *

Vancouver's Zoning By-law was worked out and adopted when zoning was relatively new on this continent. It was adopted partly to protect areas from encroachment by what were regarded as undesirable uses. But it was also adopted to protect the City Council against the importunities of people who wanted to invade certain use areas and against other people who wanted to protect these areas.

There was a time, before zoning, when the City Council was in constant hot water over the issue of building permits and had frequently to convene committee meetings on street corners and vacant lots to make decisions on the spot. This, of course, could not go on.

To be a guide and a protection, zoning has to have a certain amount of rigidity. But in a developing city, it must be flexible, too, because land uses change and ways of life change. We see various examples of these changes in Vancouver.

The West End was once the finest single-family dwelling district in the city. It has become an apartment and a business district. The home area east of Granville Street has become industrialized and commercialized.

The area east of Main Street is moving towards industry. Shaughnessy Heights, not so long ago the district of great homes, is struggling hard to keep from becoming a boardinghouse area.

* * *

Vancouver's first zoning by-law was devoted chiefly to segregating areas and keeping unconforming uses out. That was practicable when the city was small. It is doubtful if it is practicable any longer. The by-law cut the city into industrial areas, light and heavy, commercial areas, apartment areas, and areas for two-family and single-family dwellings. It paid more attention to land uses than to the needs and desires of people, and that is not good planning.

By putting too great a distance between industry and homes or business and homes, it makes for traffic congestion. By creating great areas of free-standing homes, with no row houses or terraces or apartments within miles, it creates complications in living and makes for monotony, even where the houses are all different in appearance or design.

There is, for instance, a Vancouver area of single family dwellings. No family can get one of these dwellings unless it has at least two children. What is the result? An area where people are of approximately the same age, have approximately the same sized family and the same income, drive cars in the same price range. Their interests are similar, their hobbies similar.

There are no old people in the district and no adolescents—not a baby sitter to be found. Children would be better for the example and guidance of older children; but there are no older children there. Parents and grandparents would like to live near their children and grandchildren. There is no place for them within miles. So they only visit occasionally.

* * *

Our zoning by-law has gone too far in the direction of segregaton. It has segregated people as well as land uses, and that has taken from life some of the conveniences and richness and happiness it might have.

Communities should be built not for the preservation of land values and tax bases alone, but for the people who live in them. People need more than homes. They need the means of earning an income. They need shopping centres, community centres, churches, schools, recreational facilities.

They need diversity of interests. They need people of different age groups. And they need types of dwellings that will satisfy the needs of different ages and interests—single people, couples, small families and large.

There is no reason why apartment houses or row houses, properly designed and located and spaced should spoil a single-family district, while they could add much to the satisfaction of living in it. Shops and community buildings can be brought in, too. Even factories need not be rigidly excluded. The old smoke-belching, noisy, ugly factory was taboo. But the factory has been transformed as the dwelling and the family have been.

Zoning, to achieve what is expected of it, must take note of the change. Zoning should always be for people rather than for property.

OPENINGS IN COMMUNITY PLANNING

CITY OF TORONTO

Applications are invited for the following positions:

2 Senior City Planners
1 Assistant City Planner, Grade 1
1 Assistant City Planner, Grade 2
2 Assistant Planning Analysts, Grade 2

Senior City Planner: Long-range planning.
Duties: To supervise a section responsible for all long-range planning. To prepare and execute programs and present proposals.

Senior City Planner: Project Planning.
Duties: To supervise a section responsible for planning of all projects. To prepare and execute programs and present proposals.
Qualifications for both: Graduate in planning or in social or applied sciences, with 5 years' experience in planning. *Salary:* $5,582 to $6,521.

Assistant City Planner, Grade 1.
Duties: To make studies and reports on planning problems and on amendments to the official plan and zoning by-law. *Qualifications:* Graduate in planning or in social or applied sciences, with 2 years' experience in planning. *Salary:* $4,278 to $5,008.

Assistant City Planner, Grade 2.
Duties: To prepare project studies and plans. *Qualifications:* Graduate in city planning or applied sciences with some experience in city planning. *Salary:* $3,913 to $4,539.

Assistant Planning Analyst, Grade 2.
Duties: To make studies and prepare proposals on long-range plans. *Qualifications:* Graduate in city planning or social sciences with some experience in city planning. *Salary:* $3,913 to $4,539.

Note: Degree in planning is an advantage and may count toward experience.
Depending upon qualifications, salaries may be above the minimums shown.

Apply in writing, as early as possible, giving details of experience and any relevant references, to:

Secretary-Treasurer,
City of Toronto Planning Board,
465 Bay Street, Toronto.

Course of Lectures

For engineers, municipal officials and others interested in town planning, the University of Toronto has a special course of ten Monday evening lectures (fee: $15) from January 10th to March 14th. The subjects and lecturers are listed in a leaflet issued by the University Extension, Simcoe Hall.

KINGSTON, ONTARIO

Position of Planning Officer for the City of Kingston Planning Board.

Duties consist of acting as technical adviser to City and Area Planning Board, in directing studies for zoning, land development, etc.

Applicant must have experience in Town Planning. State experience and salary expected.

Chairman of the City of Kingston Planning Board,
The City Hall,
Kingston, Ontario.

MUNICIPALITY OF BURNABY, B.C.

Research Planning Assistant

Desirable Qualifications: University course in economics with some experience in community planning, or an equivalent combination of training and experience. Knowledge of economics, statistical theory and urban geography and ability to compile and analyse statistical data. Ability to maintain co-operative working relations with other municipal departments and the general public and to write clear and concise reports.

Nature and Scope of Work: To conduct investigations into economic and social aspects of planning in the Municipality and, possibly, to participate in field surveys. To assist in drafting by-laws and by-law amendments. The Research Planning Assistant works under close supervision of the Planning Engineer, having ample opportunity to use personal initiative in determining work methods.

Salary: (tentative scale) $285 - 298 - 312 - 327 - 342.

Detailed specifications may be obtained from:

Mr. E. A. Fountain, Personnel Director,
Municipal Hall, 1930 Kingsway,
SOUTH BURNABY, B.C.

For Pedestrians Only

A large area has been consciously created for the sole use of the pedestrian, a protected zone within which he can wander free from danger. At the entrance to the Forum at Pompeii stands a stone bollard, blocking the entry of wheeled vehicles. In the Boston Center, three-story car-parking garages are proposed beneath the ground in which 5,000 autos can be stored like garments in a cupboard. At last the pedestrian regains the right he had lost since Antiquity, to move freely within the center of collective life. This is clearly connected with a third principle of urban planning: the reduction in importance of the street frontage and the movement of the shops to their rightful positions: within the traffic-free pedestrian area. Shopping calls for a certain degree of concentration and absence of extraneous disturbance, and here the city dweller of the west has been restored something that (so far) has always continued to be enjoyed in the bazaars of eastern cities: such as the Souks of Cairo or Bagdad.

S. Giedion: *Walter Gropius: Work and Teamwork.*

Planning Organization in Canada

by ANTHONY H. ROBERTS

The writer is a planner on the staff of the Department of Planning and Development of the Ontario Provincial Government and therefore wishes to state that all opinions expressed in this article are his own personal views.

The town planning commission has for so long been the agency for planning in Canada that its automatic acceptance has resulted in only limited consideration being given to alternative methods of organization. The intention of this article is to show what advantages and disadvantages are attached to the alternative method which puts all responsibility for planning on the municipality without any assistance from an advisory planning commission.

The composition of commissions varies in different parts of Canada, but in most cases the majority of members are private citizens not connected with the municipal administration. There is usually provision for municipal councillors to be represented on the commission together with the Mayor or Reeve as an ex-officio member. This agency, called a commission for the purposes of this paper, is also known in some provinces as a planning board or community planning committee.

In the following paragraphs, planning by commission will be referred to as "indirect planning", while planning by the municipal council without the aid of an advisory body will be referred to as "direct planning".

Origin of the Planning Commission

The beginnings of planning in North America are traced back to the "City Beautiful" movement which followed the appreciation of the Chicago World's Fair held in 1893. Groups of public-spirited persons in certain of the larger cities of the United States began agitating for city improvement plans. In 1908, the late Robert W. de Forest, then President of the Art Commission of New York, said:

> "City Planning, notably the location of parks and public buildings, might be wisely entrusted in Amercian Cities to some commission or municipal body having long terms of office."

It is interesting to note that the emphasis was on the improvement of the city centre rather than the city as a whole and also that the statement shows an appreciation of the need for a long term of office, to ensure continuity of policy.

There are a number of reasons why the commission was chosen as the planning agency. Perhaps the most important of these is that the evolution of a new function of government in the United States tends to follow a course which has been divided into four steps by Robert A. Walker in his book *The Planning Function in Urban Government*. The four steps are:

(1) New activities are developed by private organizations.

(2) These organizations bring pressure on the government to take over and finance their activities.

(3) The government agrees to finance the activities but gives powers to a semi-autonomous board.

(4) Because of an increase in the scope of the activities, the government decides to take over complete control.

When the planning commissions were first set up in the United States they were taking the movement from stage 2 to stage 3. It was natural that the authorities should wish to assign functions to the independent groups who were the main advocates of city planning. Another reason for the granting of power to the commissions in the United States was the low regard in which the municipal departments were held at the turn of the century and the attempt to provide for the longer term of representation mentioned in Mr. Robert de Forest's statement.

During this time, there was also a stirring of planning consciousness in Britain; but it differed basically from American agitation in that while in Britain pressure on the government to take steps in town planning was on a national level, in the United States the movement developed locally in the city and state.

While citizens of Chicago were pressing for planning in their city, the National Housing Reform Council in Britain was advocating planning for the whole of the country. The result of the work of these groups on both sides of the Altantic was the passing in Britain of the first planning act in 1909 and the creation in the same year of the Chicago Planning Commission.

The first planning powers in Britain were given to municipalities and they have remained with them ever since. The commission has never been a part of the British planning system.

Early Canadian Planning Legislation

Most of the earlier Canadian Provincial planning acts were based on the British Planning Act of 1909, but they followed the United States practice of indirect planning by commission.

The main responsibility for the awakening of planning interest in Canada lies with the Commission of Conservation of Canada and with its planning adviser, Thomas Adams. Due largely to Adams' work, there was town planning legislation in all provinces except two by 1921. There were very few if any citizen groups in Canada prior to 1920 asking for powers to improve their cities; and, as the movement started on a national level, it more closely resembled British than American precedents.

Thomas Adams himself seems to have held no strong views in favour of either direct or indirect planning. In his report on *Rural Planning and Development*, submitted to the Governor-General by the Commission of Conservation of Canada, he states:

> "Each local authority should be required to appoint a development board or constitute itself into a development board in which capacity it would devote its entire attention to planning for the future."

Planning in Canada commenced with the commission system and the method is still in operation in all provinces with planning legislation.

Planning by Commissions or Planning by Municipal Councils?

There has been a widespread belief that an independent body would have a better opportunity of "selling" planning than any municipal agency. This may have been true in the early days when, in the United States at least, there was a general and not unwarranted suspicion of municipal actions. Planning commissions in Canada have, despite hard work and enthusiasm, often been unable to win the interest and support of the public. One of the reasons for this is their advisory position which prevents them from talking authoritatively on their proposals. The other chief cause for failure has been the lack of technical staff. Often, opposition by the municipal council to planning proposals originating with the commission has bewildered the public who are more likely to support their personal representatives on the council.

There is a school of thought which pictures planning as a delicate organism to be separated and protected from the hustle and bustle of everyday municipal activity. The indirect planning method is set up as the ideal system for preserving planning not only from the political pressures but also from the day-to-day administrative problems of municipal government.

Investigations in the United States have shown that the type of administrative organization in use has little effect one way or the other on the amount of "politics" entering local government. The council is responsible for appointing the planning commission, so that there may be political motives behind the choice of members. It must also not be forgotten that the planning commission must obtain the council's approval to its recommendations. A pressure group failing to influence a planning commission may achieve their objectives by direct approach to the council when the planning commission's recommendations are being considered. The prospects of the council being influenced would be increased by their lack of knowledge of the particular matter and planning principles in general.

This criticism of the indirect planning system may be summarized by an extract from Mr. Spence-Sales' report to the Central Mortgage and Housing Corporation on Planning Legislation in Canada. He says:

> "The disregard paid to many of the more progressive commissions' proposals is indicative of the tenuous position of most planning commissions and of the consequent ease with which political motives may over-ride the recommendations of a purely advisory citizen body."

The late Mr. Alfred Bettman was an exponent of the theory that planning should be insulated from the daily administrative problems of municipal government. In a conference on planning administration held in Chicago in 1940 he stated that the planner and municipal administrator have a different approach to municipal problems: one must take the long view while the other must be predominantly engaged with immediate problems.

But the conception of the planner residing in the ivory tower of the future, well removed from the activity of everyday administrative life, is certainly not applicable today. Planning can be divided into three parts: Survey, Design, and Implementation. Of these, the first and the last are predominantly concerned with the present. One of the great failings of planning in the past has been the lack of effort put into the implementation of plans. The fulfilment of any long-term plan is based on innumerable day-to-day decisions of various departments of local government. To take one example, the constant consideration of plans of subdivision is a vital function leading towards the realization of the plan.

Modern planning which embraces all physical, social and financial sides of municipal life, cannot be achieved unless there is the greatest possible integration and co-operation between the planning agency and the other departments of municipal government. The indirect planning system does not provide this although the presence of council representatives on the planning commission does slightly reduce this objection.

The separation of planning from other municipal activities on both representative and staff levels is a prime reason for the promotion of jealousy and distrust between the two sides.

Councils' Distrust of Commissions

In many cases in Canada, municipalities have been reluctant to appoint planning commissions because they have feared that their powers might be jeopardized. Added to this is the other fear that commissioners might set themselves up as "policemen" to supervise the actions of council. Distrust of the planning commission is one of the reasons why planning progress has been so slow in Canada. This was pointed out as long ago as 1924 by the then Vice-President of the Town Planning Institute of Canada, Mr. James Ewing. In a paper on the status of town planning in Canada, he said:

> "The municipal authorities in many cases seem to have groundless fears that their prerogatives as representatives of the people were in danger by the assumption of authority on the part of town planning commissions."

Another of the obstacles to planning progress in Canada—the lack of technical staff—can be partly attributed to the indirect system of planning. Inadequate financial assistance from council, resulting in the staff shortage, is to some extent due to fears of a powerful commission; but there is also an underestimating of the commission's needs, which is to be expected when the council has little knowledge of the complexity of contemporary planning.

Progressive planning will only be achieved when the municipal council gains the knowledge and interest which spring from direct participation in the planning function.

The Fitness of Councillors

It is suggested that the type of person required to sit on a planning agency is no different from the type required for the municipal council. Both functions require a person with a general knowledge of the subject and the ability and experience to make decisions after hearing the advice of the technical staff.

The councillor with his experience in supervising departments of municipal government is well fitted for the requirements of a planning agency member. It must also be remembered that the councillor's experience is with the very departments of the municipality which the planner is expected to co-ordinate. The councillor's knowledge of engineering, health and parks, gained through his council service, could form a sound basis upon which to study the wider planning principles.

The administrative process of the direct planning system is more efficient and quicker than the indirect system. A planning matter being considered in an area having joint planning commissions may have to be dealt with by a subsidiary planning commission, a joint planning commission, one or more councils and the provincial government. Such a procedure is cumbersome and slow.

This would not be a serious matter if the end result were sound planning. Unfortunately, as proposals travel along a chain of authorities there is invariably compromise and amendment at each stage. Good planning is always controversial and may be expected to suffer most on its journey from the commission to final approval. Where the planning commission recommends bold proposals, the Mayor may be heard saying to the chairman of the commission: "It is all very well for you to prepare these fine plans but we have to carry them out and take responsibility if anything goes wrong."

This is a natural reaction on the part of Council because non-participation in the planning process has resulted in lack of knowledge and suspicion. Lack of contact breeds inaction or reaction.

A municipal council could appoint a planning committee from its members; or the committee could be composed of the whole council. A planning department with a fully qualified staff under a planning officer could be set up as a part of the municipal administration in the same way as the public works department or public health department. The planning officer could report to the planning committee who could make all planning decisions which would then be submitted for the formal approval of the full council. If regional or joint planning were operative, each municipality could be represented by members from its planning committee.

Planning necessitates a continuity of policy leading toward a long-term plan. This would be difficult to obtain where the municipal council was the planning agency and held office for a year at a time. The councillor cannot be expected to see the distant view when one eye at least is on the approaching election.

The prevalence of the one-year term is the biggest single factor in opposition to direct planning by council. The need for a two or three-year term of rotating representation is not confined to planning, and it is hoped that with guidance from provincial governments, more municipalities will follow those who have already accepted a longer term.

The comments on the commission system in the previous paragraphs have been based on the assumption that the commission has been responsible for all planning activity including the survey and preparation of the plan. Although the planning commission is in operation throughout Canada, the powers of this advisory body and its relationship to council vary in different localities.

In some parts of the United States, an attempt has been made to remedy the weakness of the Commission by giving it more power: for example, by enacting that a 75% vote of council is required to over-rule recommendations of the commission. Such action is likely to widen the rift between the two bodies.

The other approach to the problems of the indirect system is to reduce the responsibilities of the commission by setting up a fully-staffed planning department as an integral part of the municipal organization. This department would report directly to council, but the commission would be retained to advise on general planning policy. This alternative is now being adopted in some parts of Canada, particularly in British Columbia. The system is the best of those which incorporate a planning commission.

The recent report *Living and Working in West Vancouver,* by H. Peter Oberlander and Ira M. Robinson, gives an account of the difficulties which were encountered when the municipality relied entirely on a commission and the occasional services of a planning consultant. The Council has now set up a planning department under a municipal planning officer, and the duties of the commission are to advise on general planning policy.

Such a system is almost identical to a direct planning organization, and when a council has become familiar with its new planning responsibilities, the question can be asked: is the commission really necessary?

Opinion in favour of direct planning is growing and the Ontario Division of C.P.A.C. recommended in its brief to the Ontario Provincial Government "that planning be made the direct responsibility of the municipal council".

There is a need for a policy in all provinces in Canada to promote direct planning in conjunction with a longer term of municipal representation. If this can be done and municipalities persuaded to set up well-staffed planning departments, then planning may be expected to keep step with the great advance of development which is taking place in Canada today.

How to Start

"Usually it takes only a very small group of citizens, if they are enthusiastic and persistent enough, to convince a reluctant administration that the planning method is good policy and good business. A willing administration, conscious of its obligation to serve the needs of its constituency, will need no further evidence of public support than encouragement by the same small group of influential citizens."

Citizen Participation in Plan-Making

"Some recent planning programs . . . have been built in considerable part upon bringing large numbers of lay citizens into the actual process of plan-making by assigning them to working committees charged with evolving one or another section of the planning study. This process is unwieldy and slow and involves difficult problems in correlation of both procedures and results. But it has the important value of engaging the active interest of a larger and more-than-ordinarily representative group of citizens, and of resulting in a plan more likely to be expressive of true community desires and ambitions than when the planning job is confined solely to the work and ideas of a planning commission and its staff."

Black: Planning for the Small American City

Literature

Beginning with the statement that "no town is too small to plan", **Planning for the Small American City** goes through most of the practical problems of planning, both organizational and technical. This 86-page book, published by Public Administration Service, Chicago, at a price of $1.00, was originally published in 1933. It has been revised twice; and the latest revision has been reprinted five times. It is written by Russell Van Nest Black in collaboration with Mary Hedges Black. Until we can produce a work of like substance and readability, specifically applicable to Canadian situations, the Blacks' book is by far the best dollar's worth of planning instruction we can buy for our small city problems.

The training of planners in Canada is the subject of an article by Humphrey Carver in our *Community Planning Review*, Volume IV, 1954. In the United States, the literature on this subject has been increasing rapidly. The report of a survey of **Urban Planning Education in the United States** has just been published by the Alfred Bettman Foundation (Room 451, 309 Vine Street, Cincinnati 2, Ohio) at a price of $2 ($1 for libraries and students at accredited colleges). The survey was carried out by Professor Frederick J. Adams, Head of the Department of City and Regional Planning at the Massachusetts Institute of Technology, in cooperation with Committees of the American Institute of Planners and the American Society of Planning Officials.

The same Professor Adams has announced that the M.I.T. will receive a grant of $85,000 from the Rockfeller Foundation to conduct a three-year study on "The Perceptual Form of the City". This project is intended "to develop principles and techniques to be used by architects and city planners in designing a more satisfactory urban environment".

Of immense value to all who need to understand municipal affairs in Canada is Professor K. Grant Crawford's new, comprehensive reference and text book: **Canadian Municipal Government** (University of Toronto Press. $7.50).

Greenbelt: The Cooperative Community (Exposition Press, New York, US$3.50) is an interesting political and social history of the Maryland community which arose from the Greenbelt Town Program of the Roosevelt Administration in the 1930's. Told autobiographically, the story is by George A. Warner, who served as councilman, mayor and editor of the Greenbelt newspaper.

Walter Gropius: Work and Teamwork (Reinhold Publishing Corporation, New York. US$10) has been written by Gropius' friend, the architect S. Giedion. We will publish a review of this book soon. With 90 pages of text and no less than 140 pages of photographs, it tells an absorbing story of an extraordinary career in the design of buildings for industry, education, the theatre and housing and presents his contributions to "The Changing Structure of the City".

The Marseilles Block (Harvill Press, 1954. 21s.) is an English translation, by Geoffrey Sainsbury, of **L'Unité d'Habitation** by Le Corbusier. Although one reviewer (D. L. T. in *Planning Outlook*) warns that "Le Corbusier the poet has served Le Corbusier the architect ill", this book, like its subject, commands attention and provokes thought.

The Bomb, Survival and You (Reinhold Publishing Corporation, New York, 1954. US$5.95) is about the strengthening of buildings to withstand atomic attack. It does not attempt to deal with community planning in its relation to civil defence. But, in a provocative 3-page chapter on "dispersal", the authors, Fred N. Severud and Anthony F. Merrill, declare categorically that, for the present, dispersal of people is unattainable. Industries—and even governments, including the United States Federal Government—are not dispersing, they say, because they cannot afford to. "Our urban pattern is firmly established", they explain, "and any alteration in it, such as the reversal of country-to-city flow now showing up in the development of our suburban community and commercial areas, is not a true reversal but merely an urban fringe expansion at the expense of the over-congested urban center".

Do our readers have different views?

The City Fights Back is a journalist's account of what American Cities are doing to keep pace with traffic, zoning, shifting population, smoke, smog and other problems. The author is Hal Burton, using materials developed by the Central Business District Council of the Urban Land Institute. (Citadel Press, New York. 1954. US$5.00.)

British Columbia's generous contribution to Canadian planning literature is now expanded by **The Capital Region Takes Stock,** a 60-page report by Mr. J. W. Wilson, P.Eng., Consultant to the Capital Region Planning Board, Victoria, B.C. We will shortly review this important report, which opens with Milton's words: "Accuse not nature; she hath done her part. Do thou but thine." Judging from press stories and comments, Mr. Wilson's report has made a marked impact on opinion in the capital region and beyond. As an example of planning method, it will be studied throughout Canada.

Houses for All, containing the proceedings of the Housing Conference in Vancouver in January 1954, is available from the Vancouver Housing Association, 616 Province Building, Vancouver 3, B.C., at 50 cents. The subjects include: Gaps in Our Housing Program; Limited Dividend Housing; Land Assembly and Subdivision; Cooperative Housing; Housing Our Senior Citizens (3 papers); Housing and Neighbourhood Improvement; Planning the Site; and Planning the Amenities.

Still another B.C. publication is the **Proceedings of the 6th Regional Conference** of CPAC's B.C. Division (available at $1.25 from CPAC, 1205 - 736 Granville St., Vancouver). This volume contains notable contributions on Land Use Conflict; the subject is dealt with by four authors under the sub-headings: Recreation, Industry, Agriculture and Homes. There is a paper on Kitimat (by its Municipal Manager); interesting short papers on "Shopping Centres" and "Non-Conforming Uses" and a thought-provoking paper by Peter Oberlander on "Mixed Residential Uses and Densities".

We must mention again the value of the UN's Bulletin *Housing and Town and Country Planning* (United Nations, New York). Number 8 (US$1.00) presents a survey of **Building and Housing Research** in Europe. Two coming issues will be devoted to the Seminar on Housing and Community Improvement held in New Delhi in 1954. Readers who are building libraries should be reminded again of the Bulletin No. 7 on **Urban Land Problems and Policies** (US$1.75).

Ontario Planning, issued by the Community Planning Branch, Department of Planning and Development, Parliament Buildings, Toronto, is giving an exceedingly valuable newsletter service to both lay and official planners in Ontario. It should go to all provinces.

Reports, Pamphlets and Articles

Planned Industrial Parks. The Urban Land Institute, Washington, D.C. US$5.

Pattern for Commercial Land Use: Part I, Existing Conditions; Part II, Policy Conclusions. City Planning Commission, Wichita, Kansas, 1954. 28 pp.

Planning and New Residential Development. Southeastern Pennsylvania Regional Planning Commission. Bridgeport, Pa. 1954. 82 pp. mimeo. US$1.25.

The British Housing and Planning Year Book, 1954. National Housing and Town Planning Council, Incorporated, 42 Devonshire St., London, W.1. 7s.6d. Includes papers given at the Council's October 1954 conference.

The Revived Boom in Housing. *Monthly Review*, Bank of Nova Scotia, Toronto, October, 1954.

The Landscape Treatment of Roads. A Report of the Council for the Preservation of Rural England. 1954.

Reports and Recommendations on the Traffic Problems of the Metropolitan Area of Halifax. CPAC, 2 Prince St., Halifax.

Facts for Planning in Our Community. Hamilton Wentworth Planning Area Board, Hamilton, Ontario. $2.

Metropolitan Planning Commission of Greater Winnipeg: **Annual Report** for the year 1953.

A comparison of **Town Planning in the United States and Great Britain** is being made by Mr. Peter Self in the *Town Planning Review*. The first of two articles is in the October 1954 issue. (The *Review* is $4 per year: School of Architecture, University of Liverpool.)

A Technique for Landscaping in Rural Areas, by Brian Hackett. *Planning Outlook*, vol. III, No. 2, University of Durham, England.

Zoning for the Planned Community, by Fred W. Tuemmler. Layouts for three American communities are illustrated. *Urban Land* (Washington, D.C.) April 1954.

Redevelopment Areas in Cities, including Chicago, Washington, London (England), Philadelphia, New York, with photos and models. *Architectural Record*, New York, May 1954.

PUBLICATIONS AVAILABLE FROM THE CPAC NATIONAL OFFICE, 77 MacLaren Street Ottawa 4, Ontario.

A Case For Satellite Towns

A 24 page brochure advocating the satellite pattern and based on a presentation made by this Association to the Canadian Federation of Mayors and Municipalities at Calgary in June 1952. One copy free to members; to others 25 cents.

How To Subdivide.

A 40 page handbook in four colours on the lay-out of housing developments, giving a step-by-step method of subdivision, and discussing financial implications. 37 large diagrams and photos. Price 1.00. Free to new members in 1955.

Community Planning Review—Volume IV, 1954.

The Community Planning Review Volume IV, 1954, contains 115 pages of well-illustrated articles on town and regional planning in Canada. The subjects include: metropolitan growth; the "New Towns"; churches in Community Planning; the universities and Community Planning in Canada; planning administration; five years of planning in Edmonton; aids to urban repair and replacement. Price per copy $2.00, **free to members.**

Mr. Planning Commissioner

An 80 page pamphlet by Harold V. Miller, published by the Public Administration Service, Chicago, Illinois. This is a primer of planning, useful for lay planners everywhere. Price $1.00.

Urban Mapping

A straightforward indication of how to get the maximum of useful information about a city on to maps with the minimum of fuss and expense, specifying the tools and tricks for those who haven't tried the task before, prepared by Central Mortgage and Housing Corporation, recommended by provincial planning officers. Price $2.00 per copy.

Housing Manual 1949

The British Ministry of Health, in this publication, offers advice based upon experience in post war housebuilding. The Manual directs attention to the layout of houses in both town and country; the siting and design of individual dwellings, the proper grouping of buildings in relation to each other, the neighbouring area, and the landscape. It also deals with standards of accommodation. In discussing Housing and Site Planning, the Manual covers three forms of development: (1) the infilling of existing sporadic development: (2) large and small extension to existing built-up areas, and (3) redevelopment areas. The Manual contains a liberal collection of photos and site plans. Price per copy 40 cents.

Planning Administration for Small Towns,
by H. N. Lash. 10 copies for 35c.; 100 for $3.00.

COMMUNITY PLANNING ASSOCIATION OF CANADA

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Director: **Eric Beecroft**
Secretary Treasurer: **Miss J. M. Laventure**

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77 MacLaren Street, Ottawa

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British Columbia	**1205-736 Granville St., Vancouver**

The object of the Association is to encourage citizen interest in community planning. Active membership is $3.00 per year. Sustaining membership is $25.00 per year. Members receive the *Community Planning News/Nouvelles d'Urbanisme* published six times yearly, and the bilingual *Community Planning Review*. Members are encouraged to become active supporters of community planning in their community. Branches have been formed in several cities for this purpose.

If you are not a CPAC Member and you wish to receive the Community Planning News, the Community Planning Review and other Members' Publications, return this form to:

Name.....

Address.....

Date.....1955.

COMMUNITY PLANNING ASSOCIATION OF CANADA,
77 MacLAREN STREET, OTTAWA 4, ONTARIO,

enclosing $3.00 at par in Ottawa for Active Membership for 12 months from date.

toutes les taxes sur nos terrains et bâtiments, nous pouvons retourner à la Ville de Toronto à cause des droits financiers (la dette de remboursement incluse), un montant de $135,563.

LE COMTÉ DE CHAMBLY

Un évènement d'une importance historique dans l'urbanisme au Canada vient de se passer sur la Rive Sud de Montréal.

Quatorze municipalités sur un total de seize (une absente, une contre) dans le Comté de Chambly se sont entendues pour demander à la Législature l'instrument nécessaire pour être en mesure d'agir au niveau régional.

Plus d'une centaine de maires avec leurs échevins se sont réunis à l'hôtel de ville de Jacques Cartier pour entendre M. C. E. Campeau, président de la Division du Québec de l'ACU, expliquer la portée de la Canalisation sur le Comté; certains effets se feront sentir sur la totalité du Comté, d'autres affecteront particulièrement les villes sises dans le bassin de drainage, tandis que les villes riveraines subiront des changements évidents.

Après la conférence, le maire de Préville M. Jacques Simard soumit à l'assemblée, avec les résultats plus haut mentionnés, la résolution suivante:

"Pour faire suite à l'exposé de M. C. E. Campeau, ing. p. et urbaniste sur les conséquences de la Canalisation du St-Laurent et aux échanges de vues qui s'en sont suivies, cette assemblée de tous les Conseils Municipaux du Comté de Chambly a adopté unanimement la résolution suivante:

Attendu que la Canalisation du St-Laurent est susceptible de transformer toute cette région;

Attendu qu'il est urgent de prévoir et diriger ces transformations en vue de l'intérêt général et de manière à éviter ou réduire tous les inconvénients qu'elles peuvent aussi comporter;

Attendu que seule une action concertée de tous les intéressés peut garantir ces conditions;

Cette assemblée prie le Gouvernement de cette Province de former sans délai un corps politique représentant toutes les Municipalités de ce Comté et chargé de mettre à l'étude leurs problèmes communs résultant de la Canalisation du St-Laurent et d'y apporter les solutions appropriées."

L'adoption de cette résolution, qui eut lieu dans une atmosphère où l'on sentait la gravité du geste à poser, permettrait avec le concours de la législature de Québec, une étude poussée des problèmes d'ensemble du drainage, tant des eaux de surface que des égouts; de l'approvisionnement de l'eau; des réseaux viaires, des ponts; du zonage pour protéger l'habitation sans nuire au développement industriel, etc....

Le Conseil de Comté avait autrefois juridiction sur ces problèmes régionaux; avec l'urbanisation du territoire, ce Conseil ne peut opérer. C'est en somme pour remplacer cette ancienne formule administrative que les municipalités de la Rive Sud demandent au gouvernement de les organiser en corps politique.

Pour la première fois un outil permettant un travail régional deviendra possible sans sacrifier l'autonomie de chaque municipalité.

COLOMBIE-BRITANNIQUE

Depuis quelques mois, plusieurs municipalités de la Colombie-Britannique ont retenu les services d'urbanistes professionnels pour diriger leur aménagement. Cette tendance indique que les membres des Conseils ainsi que les officiers reconnaissent que l'urbanisme c'est quelque chose de plus que du zonage, et que c'est une fonction de l'administration quotidienne des affaires de la communauté. On prévoit que cette tendance dans la province se poursuivra. On remarque aussi que certaines cités et municipalités engagent des urbanistes consultants, qui demeurent dans les limites de la province, pour préparer un plan continu.

Un fait remarquable, c'est la formation d'un comité composé des maires et des présidents de conseils municipaux de onze cités métropolitaines et de municipalités du Vancouver métropolitain, sous la présidence du président du Conseil municipal de Burnaby, M. C. W. MacSorley. Ce comité se réunit régulièrement pour étudier les problèmes métropolitains. Sa formation s'est réalisée grâce à la division de la Colombie-Britannique de l'Association Canadienne d'Urbanisme, à la suite d'une assemblée sur l'urbanisme métropolitain convoquée par notre association, à l'issue de laquelle on adopta une résolution à l'effet de charger l'Association Canadienne d'Urbanisme de convoquer une assemblée des maires et des présidents de conseils municipaux concernés. Comme résultat de cette assemblée, le comité fut créé. Ceux qui envisagent l'immense développement qui se poursuit dans la région du Vancouver métropolitain et les problèmes qu'un tel développement entraînera, ont l'espoir que ce comité trouvera les solutions.

Un développement non réglementé est coûteux pour une municipalité et provoque des taxes plus élevées dans toute la municipalité pour payer le coût des nouveaux services comme les routes, les égoûts, l'eau et les écoles. Une recommandation pour réglementer ce développement a été présentée au conseil municipal par la Commission d'Urbanisme.

On s'est préoccupé de la diminution rapide de la terre arable dans la province de la Colombie-Britannique. En 1900, la population de la Colombie-Britannique était de 170,000 âmes et cultivait 500,000 acres de terre—environ trois acres par personne. Aujourd'hui, nous avons une population d'un million et quart, et environ un million et quart d'acres de terre cultivée—soit une acre par personne. Le FAO des Nations Unies établit que la grandeur minimum de terre nécessaire pour nourrir une personne est d'environ deux acres et demie. Le Dr. J. Lewis Robinson, chef du service de Géographie de l'Université de la Colombie-Britannique, déclare que l'expansion de l'établissement domiciliaire sur de la bonne terre arable à l'île Lulu dans le delta de la rivière Fraser, accapare chaque année cent à deux cents acres d'excellentes fermes ou d'excellentes terres à jardinage qui disparaissent dans la classification non productive de l'habitation, et pourtant le coût de notre nourriture augmente. La même tendance se voit quant à la ceinture fruitière dans la vallée d'Okanagan et sur l'île de Vancouver. L'établissement de zones pour les terres arables dans ces régions est nécessaire si nous voulons pouvoir nourir notre population urbaine. Un tel zonage conserverait des terres arables pour la production des denrées, et servirait en même temps de tampon à l'expansion aveugle et abusif de l'agglomération urbaine.

Voici quelques énoncés contenus dans le rapport du comité:

Il faut près de 5,700 nouveaux logements à Montréal pour répondre à l'accroissement du nombre de familles et pour remplacer les logements devenus vétustes.

Même s'il s'est construit 8,400 logements par année depuis la guerre, le surplus apparent de 2,700 logements a évidemment servi à remplacer un certain nombre de logements démolis et à combler une partie du déficit en habitations accumulé depuis 1930.

Toutefois, ces nouvelles habitations n'ont été d'aucun secours pour la catégorie de locataires les moins fortunés, puisque les loyers de ces nouveaux logements sont hors de leur capacité de payer. En 1951, il y avait 26,200 logements ayant besoin de réparations importantes. En autre, 25,475 logements ne possédaient aucune baignoire ou douche installée. De nombreux secteurs de la ville son mal pourvus de services communautaires, surtout au point de vue des espaces libres, des centres de commerce de détail, des centres communautaires, des espaces de stationnement hors-rue, etc. Plusieurs secteurs domiciliaires du vieux Montréal sont envahis par la grande circulation et subissent ainsi toutes les moins-values qu'entraîne avec elle la congestion.

Dans le secteur recommandé pour être renové, la désintégration sociale est reliée à sa désintégration physique; par exemple, le taux d'arrestations de déliquants juvéniles est de 12 par 1,000 personnes, tandis qu'il est de 1.3 dans toute la ville. Le taux d'arrestations d'adultes est de 118 par 1,000 personnes, tandis qu'il est de 18.5 dans toute la ville.

Il n'y a aucun espace réservé aux jeux et aux sports dans des rayons accessibles.

Il y a actuellement 1,383 familles d'établies dans ce secteur, c'est-à-dire une population totale de 4,645 âmes.

Le revenue hebdomadaire moyen du chef de famille est de $36.80.

Le projet prévoit des logements temporaires pour les familles évincées, sans pour cela devoir ériger des abris temporaires. La reconstruction s'accomplirait en quatre étapes.

L'analyse financière du comité, quant au projet d'élimination des taudis, mène aux chiffres suivants:

Coût d'acquisition:	$ 7,889,500	
Prix de Vente prévu:	2,591,100	
Montant résiduel:		$ 5,298,400
Part payable par le Gouvernement fédéral (conformément à l'article 23 de la Loi Nationale d'Habitation):		$ 2,649,200
Part payable par la Cité:		$ 2,649,200

Le coût prévu du projet de construction nous est donné comme suit:

Acquisition du terrain: (voir plus haut)	$ 2,591,100	
Aménagement du terrain:	930,000	
Construction des bâtiments:	15,628,000	
Estimation totale du coût:		$18,789,100

Si l'entente entre le Fédéral et le Provincial se réalise, la répartition des montants garantis sera la suivante:

Montant garanti par la S.C.N.L. (75%):	$14,091,825
Montant garanti par la Cité:	4,697,275

Les taxes perçues actuellement par la Cité, pour fins municipales, sur les immeubles à être démolis, s'élèvent à environ $75,000 par année. D'autre part, les taxes prévues sur les nouveaux immeubles sont estimées à environ $226,000; d'où l'accroissement annuel des taxes prévues sur les taxes immobilières actuelles s'établira à près de $151,000.

Le comité recommande de faire les démarches nécessaires auprès des Gouvernements Fédéral et Provincial; de demander au Gouvernement Provincial de nommer la Cité de Montréal comme son agent selon la loi et de l'autoriser à créer une Commission d'Habitation; et de demander au Gouvernement Provincial d'accorder son aide financière à la réalisation du présent projet.

REGENT PARK DE TORONTO (nord)

Exposé sommaire extrait du Programme d'ouverture du Lou Shannon Community Centre

(Des copies du programme complet (en anglais) peuvent être obtenues à l'Office National de L'A.C.U., 77 rue MacLaren, Ottawa 4.)

C'est avec raison que l'on a dit qu'aucune ville ne peut se permettre de ne pas rénover ses zones vétustes—que sans rénovation, le délabrement commence et bientôt se propage rapidement en dehors du noyau central.

Quand le Projet sera complété au printemps de 1956, il y aura 1,289 logements modernes et salubres, y compris 15 dans l'Edifice de l'Administration et du Centre communautaire; auparavant, dans cette zone, 822 familles partageaient 622 vieilles maisons.

Les rapports des écoles du district indiquent que les enfants sont plus propres, en meilleure santé et plus heureux, et que leurs succès scolaires s'améliorent depuis qu'ils demeurent dans le Regent Park.

Les rapports des services de la Police et d'Incendie ainsi que des services de Santé et du Bien-Etre social démontrent que les dépenses municipales accusent une diminution marquée et, ce qui est beaucoup plus important, que l'incidence de la criminalité, des délits juvéniles et des problèmes de familles a sensiblement diminuée.

Tandis que les taxes municipales sur les terrains et les bâtiments ne s'élevaient qu'à $36,100 avant que le projet soit entrepris, il fut suggéré par quelques-uns que ce montant devrait représenter le paiement que la Commission d'Habitation devrait faire, mais la Commission d'Habitation avait une opinion différente. Sa ferme politique était qu'il ne devrait y avoir aucune subvention dissimulée, et partant, que les taxes municipales devraient être payées intégralement. Pour l'année 1954, de telles taxes s'élèveront à $130,000 et, quand le projet sera complété, on estime qu'elles se totaliseront à $240,000 par an.

Au milieu des deux secteurs complétés, une grande étendue de terrain, pour fins de parc, a été aménagée et, quand le troisième secteur sera complété, il y aura 30 acres d'espaces libres, y compris 10 acres réservés pour fins de parcs et divertissement.

Le loyer moyen est d'environ $60 par mois et, en 1953, après avoir payé tous les frais ordinaires, y compris

NUMÉRO 1, 1955

NOUVELLES *d'Urbanisme*

Un Projet de Réaménagement pour Montréal

"C'est surtout dans la rénovation des logements défectueux et dans la cherté des loyers des nouveaux logements que réside le problème actuel de l'habitation à Montréal."

Rapport soumis au Comité exécutif de la Cité de Montréal par le Comité consultatif pour l'élimination des taudis et pour l'habitation à loyer modique.

En septembre 1952, cinquante-cinq associations civiques de Montréal se groupaient pour constituer un Comité de Citoyens pour l'habitation à loyer modique. Ce Comité offrit à la Ville sa collaboration pour mettre à exécution les projets d'élimination des taudis et de construction d'habitations à loyer modique. Pour étudier ces problèmes, le Comité exécutif de la Cité forma alors un comité consultatif composé de M. Paul Dozois, membre du Comité exécutif, président, de Son Honneur le Maire, M. Camillien Houde, de MM. J.-O. Asselin et Lucien Croteau, respectivement président et membre du Comité exécutif, de MM. Horace Laverdure, Ernest Mundey, J.-A. Tardif, Roy E. Wagar, conseillers municipaux, de Mesdames R. G. Gilbride et Julia Richer, et de MM. Joseph Dunne et Harry Gould tous quatre représentants désignés par le Comité des Citoyens. M. C.-E. Campeau, ing.p., surintendant de la division du Plan Directeur et directeur adjoint du Service d'Urbanisme fut nommé conseiller technique, et M. R.-N. Séguin, du Contentieux municipal, conseiller juridique, et M. Guy Saint-Pierre, du service du Secrétariat, secrétaire.

Après avoir tenu onze séances, examiné divers secteurs dans Montréal, visité le domaine d'habitation réalisé à Regent Park à Toronto, et après s'être renseigné sur des études et des projets entrepris ailleurs au Canada et aux Etats-Unis, ce comité consultatif en est venu à la conclusion "qu'il est justifié et opportun de procéder à l'élimination des taudis et des maisons vétustes et d'ordre inférieur au niveau normal à Montréal, et de fournir à la population vivant dans ces habitations des logements salubres à loyer modique."

Dans son rapport, le comité se déclare d'avis que Montréal ne pourrait pas atteindre cet objectif sans l'aide financière prévue par les articles 23 et 36 de la Loi Nationale d'Habitation.

(Voir page deux)

Community Planning **NEWS**

(See verso)

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